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UNCLAS SECTION 01 OF 20 ABU DHABI 000368

SIPDIS

SENSITIVE
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SUBJECT: UAE 2007 TIP REPORT

REF: 06 STATE 202745

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¶1. (U) Following is Post's submission of the 2007 Trafficking in Persons Report for the United Arab Emirates, covering the reporting period of April 2006 through March 2007. Responses under each section heading are keyed to the relevant sections of reftel paragraphs 27-30. Embassy TIP point of contact is PolOff Benjamin Thomson, office: 971 (2) 414-2621, fax: 971 (2) 414-2639; email: thomsonba@state.gov.

OVERVIEW OF ACTIVITIES TO ELIMINATE TIP

¶2. (SBU) The following responses are keyed to reftel paragraph No. 27.

-- A. The United Arab Emirates was a country of destination for international trafficked men, women, and children; there is also some information to suggest that the UAE was a country of transit for trafficking victims, particularly domestic workers. There is no evidence that the UAE was a source country for trafficking victims. There were no reliable numbers or demographic breakdown regarding trafficking, but reports by NGOs, IGOs, and source countries estimated the number of trafficking victims currently in the UAE as varying between a few thousand and tens of thousands, depending on their definition of trafficking.

In the UAE, most victims were trafficked as either unskilled laborers or commercial sex workers. Undoubtedly, the largest number of trafficking victims were men and women primarily from South Asia entered the UAE as unskilled labor; the men to work in construction and the women as domestic workers. While the total number of construction workers exceeds 500,000 and domestic workers 200,000 (according to various source country embassies), the actual number of trafficking

victims among them is unknown. Construction workers, particularly from India, often arrive in a state of debt bondage having voluntarily paid as much as \$2,700 (10,000 dirhams) to an agent in the source country to arrange an employment contract. These workers typically receive a salary of between \$135 to \$200 (500 to 750 dirhams) per month, and often are not paid for several months at a time, while interest continues to accrue on their debt. Trapped in these conditions for 2 to 3 years (on average), bonded labor victims could easily number in the tens of thousands according to a prominent U.S. NGO. Domestic workers generally came to the UAE voluntarily, but often had their passports seized upon entry, or came with the understanding that they would work in a more-skilled profession instead of the one into which they were coerced. According to source country embassies, victims of these circumstances could range from hundreds to thousands. There were reports that women -- primarily from Sri Lanka and the Philippines -- were lured to the UAE to work as domestic workers but were then sent to work in other countries including Oman and Sudan.

The second largest group of victims were those brought for the commercial sex industry. These women come from a myriad of countries spanning from eastern Europe to Africa to East Asia. At least 10,000 women worked in the commercial sex industry last year; there is no reliable information as to how many were trafficking victims.

-- B. A general overview of the situation for each of the primary trafficking categories is provided below.

Unskilled Labor: The UAE economy is heavily dependent on foreign labor. An estimated 80 percent of the total UAE population, and roughly 98 percent of the private workforce, is expatriate. The majority of unskilled workers are from

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poor source countries who came to the UAE for its economic opportunities. Many of these workers became trafficking victims after their arrival in the UAE. These victims were primarily women from South and Central Asia particularly India, Sri Lanka, Bangladesh, Indonesia, and the Philippines, who were trafficked here as domestic laborers; and men from India, Sri Lanka, and Pakistan who came to the UAE to work as laborers, primarily in the construction sector, but also in agriculture.

Labor conditions in the UAE can be harsh for all unskilled workers, and more so for trafficking victims. There were reports from NGOs, IGOS, source country diplomatic representatives, and media that some employers abused domestic servants, both trafficked and voluntary workers. Allegations included excessive work hours, nonpayment of wages, verbal, mental, physical, and sexual abuse, and restriction of movement. There were some additional local media and anecdotal reports of a few isolated cases of domestic servants committing suicide or dying while trying to escape from their employers' homes after being locked inside for weeks or months at a time.

Trafficking victims in this sector usually arrive in the country voluntarily, having entered into employment contracts in their home country with an agent (usually of the same nationality as the victim) located in the UAE. Once the employee arrives in the UAE, the agent seizes the victim's passport and holds it for the term of the contract. The practice of seizing passports remains common among employers in all professions, including public sector jobs, even though outlawed in July 2003. By law, employers may only legally hold employees' passports long enough to take care of administrative business, after which time the employers are required to return the passports to their employees. However, the practice of retaining an employee's passport indefinitely remains commonplace in both the private and public sectors. The UAEG organized a public relations campaign to inform both workers and employers that the practice is illegal. There

were numerous instances, widely reported by the media, in which UAE courts and embassies or consulates successfully intervened to compel an employer to return a passport to an employee.

Contract switching was common in the case of domestic workers. Domestic workers were sometimes made employment offers to work as a secretary or other office job and travel to the UAE on a visit visa with the promise that the contract would be signed in the UAE, but upon arrival the worker was informed that he/she would be working as a domestic worker or in the hotel or restaurant sector. In a new occurrence this year, there were reports of women being brought to the UAE on domestic servant contracts who were subsequently not employed in the UAE but sent to work in other countries (e.g. Sudan). There were further reports that domestic workers who ran away from abusive employers and sought assistance from the recruitment agencies that brought them to the UAE were coerced into transferring their contracts and were sent to work in other countries (e.g. Oman). Employees who sought assistance from their respective diplomatic missions were almost always able to resolve their complaints to the employees' satisfaction. Source country labor attaches report good relations with Ministry of Interior (MoI) and immigration officials, and state that although domestic workers are not covered under the labor law, Ministry officials routinely offer similar dispute resolution processes and protections as the labor law provides, but on an informal basis. In March 2007, the UAEG announced a standardized work contract for all domestic workers that will take effect on April 1, 2007. The new standard contract stipulates benefits but not wages, and formalizes a dispute resolution process through each emirate's Naturalization and

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Residency Department.

A small contingent of underage Filipina workers appear to have been brought to the UAE as domestic workers; these girls are sometimes as young as 14 years old. The majority of these girls are Muslims from the island of Mindanao, where Christian church records that are often relied on for accurate date of birth are not available. Since the UAEG does not issue work permits for persons under 18 years of age, these girls, along with a family member (often their mother), will sign an attestation of age and apply for a passport indicating that the girl is at least 18 years of age. Using a genuine passport (containing fraudulent information) a girl would then enter into a domestic worker contract and travel to the UAE. Young, inexperienced, and completely cut off from family, these girls are usually unprepared for the life that awaits them as domestic workers in households (sometimes physically isolated) where there is no one who speaks the same language. UAE immigration officials are aware of this trend and actively screen passengers, especially young women, turning them around at the port of entry if they are unaccompanied or their age is in question. According to Philippines labor officials, these girls continue to arrive at a steady rate despite MoI and Naturalization and Residency Department's efforts. As of March 2007, the local Philippines labor office will not approve domestic worker contracts for women under the age of 125.

The Ministries of Interior and Labor have expended considerable effort to prevent and resolve these problems. MoI took action against hundreds of employers who abused or failed to pay their domestic employees. According to current regulations, ministry officials can ban an employer from further sponsorship of domestic employees after receiving four reports of abuse. Police officials, particularly in Dubai, assisted trafficking victims once they identified themselves as such. However, victims were often reluctant to approach police due to their illegal status and the risk of losing their jobs and being arrested and deported. Source country officials have stated that the Ministries of Labor

and Interior, and the Immigration Departments of both Abu Dhabi and Dubai, significantly increased their efforts at addressing the labor complaints of the domestic workers. Contrary to past practices where complaining employees were summarily deported, source country officials reported that the Departments of Immigration in Abu Dhabi and Dubai resolved approximately 80% of domestic worker complaints in favor of the worker, garnering back-wages, or allowing them to transfer to other employers, depending on the nature of the complaint.

Construction workers, the largest single work force in the UAE, often worked under the harshest conditions. The media regularly reported on strikes by construction workers protesting adverse working conditions and unpaid salaries. There were several strikes involving more than 1,000 workers; the striking workers claimed they had not been paid for periods up to six months. (Unpaid construction workers in the UAE often continue working without pay, fearing that if they protest they may have no chance to recover wages owed to them. With their room and board provided by their employer, the amount of time that they are willing/able to keep working without pay is much longer than would be the case in a typical non-trafficking work situation, where the salary would be needed to cover the expenses of daily life.) The Ministry of Labor resolved these disputes quickly when they became known. Legally employed construction workers are covered by the existing UAE labor law, with a clear protest and mediation procedure. However, legally employed domestic servants and agricultural workers are not covered by the labor law, and must appeal to the Naturalization and

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Residency Departments regarding disputes with their employers.

Commercial Sex: The commercial sex industry in the UAE is extensive, with some estimates in excess of 15,000 prostitutes resident among a population of less than five million people. Dubai police stated that they themselves typically arrest and deport between 5,000-6,000 prostitutes annually, and the total number of prostitutes has not significantly decreased year-over-year. There were no reliable estimates of how many prostitutes (primarily in Dubai, with somewhat fewer numbers in Abu Dhabi and significantly fewer numbers in the Northern Emirates) were trafficking victims.

Victims in this sector come from many different countries including (in rank order within each region) from eastern Europe: Uzbekistan, Kyrgyzstan, Ukraine, Russia, Kazakhstan, Armenia, and Azerbaijan; Africa: Ethiopia, Somalia, Uganda, and Morocco; and Asia: China, India, the Philippines, and Pakistan, along with far fewer numbers from other Middle Eastern countries, especially Iran, and more recently Iraq. The Minister of Interior of Kyrgyzstan estimated that as many as 1,500 women a year are trafficked to the UAE from Kyrgyzstan, and it is widely acknowledged that a nearly equal number are coming from Ukraine, Russia, and China, and slightly more from Uzbekistan. These four countries alone would account for the 6,000 replacements necessary to keep the total number stable due to arrests and deportations.

Many women currently or formerly engaged in prostitution admitted to both law enforcement and diplomatic officials to voluntarily traveling to and from the UAE for temporary stays, during which time they engaged in prostitution and possibly other activities connected with organized crime. Many of these women stated that they traveled to the UAE for this purpose due to extreme economic hardship in their own countries, and they often used same-nationality smugglers and false documents to gain entry into the UAE. Others were lured to the UAE by organized groups in the source country under the false pretense of legitimate employment, but were then forced into prostitution through physical abuse, including rape, extreme mental abuse, and other threats

against themselves or their families. Originally promised jobs in hotels or as secretaries, these victims were informed upon their arrival that they would be working in the sex industry, often coerced into working as dancers before "graduating" from dancing to prostitution. Because the traffickers are usually from the same country as the victims, the victims are often afraid to give evidence, as they believe the traffickers will exact revenge on their families or on them once in the source country (this is especially true with those from the CIS countries and to a lesser extent the Chinese).

Regardless of whether the women came to the UAE with the intent of working in the sex industry or not, upon arrival, traffickers often seized victims' passports, restricted their movements, and imposed steep (thousands of U.S. dollars) debts incurred from their travel and other expenses, to be "paid off" by working as prostitutes and forfeiting their earned income. Often, when the debt was paid, the trafficker sold the victim to another trafficker, who in turn forced the victim to pay off yet another debt. Some trafficked women were imprisoned in private residences and cheap hotels. Others worked in dance clubs, bars, hotels, massage parlors, and other public venues, primarily in Dubai, but also in Abu Dhabi and, in smaller numbers, cities in the Northern Emirates. Some trafficking victims, primarily women and teenage girls, were held in private residences in all seven emirates for sexual and/or labor exploitation. Local and federal law enforcement authorities generally do not consider

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someone a victim if that person came to the UAE with the intention of being a prostitute and then later became involved in a situation where they were a victim of trafficking.

Diplomatic officials and NGOs report that the governments in the Northern Emirates, including Dubai, are not genuinely concerned about prostitution or the trafficking of women. According to these reports, officials perceive it as a foreigner-on-foreigner crime, and therefore not of particular concern. Prostitutes and alcohol are primary attractions for some foreign visitors from the region, who subsequently spend money on hotels, food, and other items while in Dubai. A perceived need to address problems inherent in the presence of some 600,000 unaccompanied male laborers in the country is another factor contributing to official apathy. Prostitution is blatant and apparent in virtually every hotel and bar in both Abu Dhabi and Dubai where the hotel management has not taken a special interest in prohibiting its practice.

-- C. UAEG ability to combat trafficking?

The UAE has both structural and cultural impediments to combating trafficking, but corruption does not seem to be a significant contributing problem. Gaining its independence in 1971, the UAE has evolved from little-known desert sheikhdoms to an international business and transportation hub. As a result of the country's rapid modernization and growth, the federal government and the governments of the individual emirates are increasingly tasked with responding to complex transnational challenges, many of which involve foreign organized criminal groups, including terrorism and money laundering, as well as trafficking in persons, drugs, illegal arms, and weapons of mass destruction components. These complex issues stretch the human resources of UAEG law enforcement, which lacks overall institutional knowledge and experience due to the country's young age and small national population. Ministry and law enforcement officials at all but the very top levels often lack appropriate levels of formal training and/or on-the-job experience to assist them in the performance of their jobs.

A loose federation comprised of seven individual emirates, the UAE is governed by consensus of the seven emirates' rulers. The federal Government asserts primacy in matters of

foreign and defense policy, some aspects of internal security, and increasingly in matters of law and the supply of some government services. However, the loose federal structure and requirement for consensus often prevent quick action on matters with any level of controversy, such as TIP.

The federal Ministry of Interior oversees the Police General Directorates in each of the seven emirates; however, each emirate maintains its own police force and supervises the police stations in that emirate. While all emirate police forces theoretically are branches of the MoI, in practice they operate with considerable autonomy.

The bureaucratic process to pass legislation, accede to international treaties or create national strategies can often be lengthy. The Justice Ministry oversees the passage of new legislation and accession to bilateral or multilateral treaties. An inter-ministerial technical committee works to draft agreed language, which is then submitted for approval to a second inter-ministerial Political Committee that includes representatives from each emirate. The Political Committee is charged with achieving consensus on the draft language from the seven emirates. Once consensus is achieved, the draft language is presented to the Federal National Council (FNC) for debate and consideration. After the FNC concludes its consideration, it recommends draft language to the Federal Cabinet, which then conducts its own

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review and considers the draft language for passage into law after ratification by the Supreme Council (comprised of the rulers of all seven emirates).

Consistent enforcement of laws throughout the country is sometimes affected by the relative independence of security and police forces in each emirate. While all emirate internal security organs theoretically are branches of one federal organization, in practice they operate with considerable independence. Each emirate maintains its own independent police force at different budget levels. Civil courts are generally a part of the federal system and accountable to the Federal Supreme Court (with the exception of Dubai and Ras Al Khaimah emirates, which have their own independent judiciaries). Dubai and Ras Al Khaimah do not refer cases in their courts to the Federal Supreme Court for judicial review, although they maintained a liaison with the federal Ministry of Justice.

Some cultural characteristics also hamper the Government's ability to immediately address TIP. For example, as a Muslim country, public discussion of sex is culturally taboo, which makes it difficult to address sex trafficking. Similarly, due to a cultural emphasis on privacy regarding matters of the home, people rarely discuss abuse of trafficked domestic servants publicly.

UAE immigration officials routinely block foreigners who have been deported and attempt to re-enter the country illegally, using iris recognition biometric technology. The database contains approximately four million iris scan results, including the results of over 300,000 illegal immigrants who have been deported. However, authorities kept no data documenting how many individuals were real or potential human trafficking victims.

As a wealthy country, the UAEG theoretically was not limited financially in its ability to fight TIP. But as a young country with a largely inexperienced public work force, it required continued personnel training to educate and sensitize officials on the issue. Funding for police services was generally adequate, although, as a loose federation, there were sharply different budget levels in the seven emirates, which led to varied ability to fund police programs and aid victims. Additionally, like many countries, federal ministry and local department budgets were determined on an annual basis. Consequently, new programs may be

required to wait until the next budget grant when new monies can be allocated.

-- D. UAEG systematic anti-trafficking efforts?

The UAEG devoted time and resources to sensitizing law enforcement and immigration officials to the subject of trafficking in persons, as well as practical training techniques to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year.

The Dubai Naturalization and Residency Department regularly offered training for arrival and departure inspectors in identifying fraudulent documents, often used by trafficking victims. The UAEG also supplied ports of entry and source country embassies and consulates with brochures to try to warn off potential trafficking victims, as well as to inform victims where they can go to receive assistance. In March 2007, Dubai Police organized the first (reportedly in a series) workshop on investigating human trafficking crimes. The UAEG senior leadership asked the USG for training information and opportunities that would further their efforts to combat trafficking in persons, and help law

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enforcement officials, prosecutors and judges to better identify, investigate and prosecute trafficking in persons cases.

The Government provided some assistance to trafficking victims, once identified as such. Counseling services are available in public hospitals and jails, and human rights care departments are present in all Dubai police stations. There is an anti-TIP unit in the Dubai Police Central Investigative Division (CID), and a Dubai Police Human Rights Care Department (HRCD) that handles human trafficking cases. Women arrested on suspicion of prostitution who identify themselves as trafficking victims are cared for outside the prison system, often in a hotel or shelter.

Over the reporting period, senior leaders voiced their strong political will to combat trafficking in persons, although there are questions as to whether they understand and/or identify the problem in a manner consistent with USG definitions (i.e. women who come to work as prostitutes and are victimized afterwards). The highest levels of leadership have detailed good faith efforts to address human trafficking. However, there continued to be a significant presence of thousands of women and teenage girls, a significant number of whom are likely trafficking victims, working in well known public venues as prostitutes.

There was no evidence that corruption of public officials was a systemic problem. There were no verifiable reports of government officials being linked to TIP activity during the reporting period. In the past, the UAEG investigated and prosecuted government officials suspected of committing criminal offenses, such as embezzlement and fraud, and in 2006 significantly increased the penalties for government corruption. The new anti-trafficking legislation passed in December 2006 increased the penalty for public officials involved in trafficking to life in prison. This willingness to take action against government officials suspected of illegal activity indicated that the UAEG would likely take action against government officials linked to trafficking in persons, if identified.

While UAEG law enforcement generally did a good job of protecting and assisting TIP victims, once identified, it generally did not proactively investigate trafficking cases, nor did it regularly arrest, prosecute, and punish traffickers, brothel owners, pimps, or customers of prostitutes. However, the UAEG did regularly deport both traffickers and prostitutes, banning them from returning to

the country. UAEG officials believe that quick, permanent administrative deportations of suspected traffickers is more effective than pursuing a slow legal case against them through the courts, which would impose a higher burden of proof. The UAEG did not provide any statistics regarding the number of suspected traffickers that were deported.

PREVENTION

¶3. (SBU) The following responses are keyed to reftel paragraph No. 28.

-- A. Does the government acknowledge that trafficking is a problem in the country?

The UAEG acknowledges that trafficking in persons is a problem, but fails to acknowledge the scope and magnitude of the problem. UAEG senior leaders have noted a number of times that this global crime must be addressed for humanitarian as well as national security reasons. UAEG officials recognize that a failure to attack any type of

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organized crime opens the country to organized crime in other areas, such as drugs or weapons.

Despite the UAEG acknowledgment that trafficking is a problem, many officials fail to recognize it in practice. In conversations with police officials ranging from street-level officers to senior Human Rights officials within the Dubai Police, the USG's concept of trafficking is apparently difficult for them to understand, and not generally accepted.

One senior MoI official disputed the 2006 TIP report estimate of a possible 10,000 sex trafficking victims stating that they had looked into the issue and had only been able to identify "a handful." If victims enter the country voluntarily with the intent to break the law, law enforcement authorities do not recognize them as being trafficking victims regardless of what happened to them upon arrival. Similarly, they generally do not identify any unskilled laborers as trafficking victims if they are over the age of 18 and entered the country voluntarily or have a valid labor contract. Embassy and consulate representatives have repeatedly been told by police officials that any problem with laborers is an issue for the Ministry of Labor to address, and not a law enforcement problem.

-- B. Which government agencies are involved in anti-trafficking efforts and which agency, if any, has the lead?

Both federal ministries and local emirate departments are involved in anti-trafficking efforts. On the federal level, the Ministries of Interior, Foreign Affairs, Justice, Health, and Labor are involved actively in anti-trafficking efforts. On the local level, police and immigration departments, public prosecution, and social services departments are also involved. Police and other government officials have worked more closely with members of the media to draw more public attention to the problem. In December 2004, the government transferred the federal TIP portfolio to the MoI from the MFA with a Ministry of Justice heading the anti-trafficking committee. The December 2006 anti-trafficking legislation created a new anti-trafficking committee; it is unknown who is on or leads that committee.

In Dubai, there does not seem to be a distinct lead agency. Nominally it would be the police through Dubai Police's Human Rights Care Department and CID's anti-trafficking unit, although the Dubai Naturalization and Residency Department (DNRD) is also involved in anti-trafficking, including funding construction of planned shelters for trafficked women.

-- C. Are there, or have there been, government-run anti-trafficking information or education campaigns? Do these campaigns target potential trafficking victims and/or the demand for trafficking?

In 2005, a new Dubai labor committee announced the establishment of a website and 24-hour labor complaint hotline within the Dubai Police Department. Both the website and hotline allowed domestic workers and laborers to lodge complaints which would then be investigated expeditiously. In order to make these mechanisms known to the labor community, the committee launched a \$540,000 public awareness campaign including television and print ads in addition to pamphlets and brochures delivered to worksites and airports.

-- D. Does the government support other programs to prevent trafficking?

The UAEG does not directly support any other programs to prevent trafficking. Indirectly, government ministries and departments, charitable and other organizations funded by the

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Government and individual ruling family members are involved in programs that help to prevent trafficking. Generous charitable contributions and programs often are directed at source countries and target assisting the populations greatest at risk for becoming trafficking victims.

Within the UAE's borders, the government-funded UAE Red Crescent Authority, an affiliate of the International Federation of the Red Cross and Red Crescent Societies, provided assistance to widows, divorced women, prisoners' wives, orphans, prisoners and students from poor families. Internal projects funded by the Red Crescent Authority included maintaining schools and mosques, digging wells, building health units, and training people with special needs.

Outside the UAE, the UAE Red Crescent Authority and other charitable organizations funded by individual ruling family members, such as the Zayed Foundation and the Mohammed bin Rashid al-Maktoum Humanitarian and Charity Establishment, conducted humanitarian relief projects and provided reconstruction and other types of assistance to a number of countries worldwide.

-- E. What is the relationship between government officials, NGOs, other relevant organizations, and other elements of civil society on the trafficking issue?

The UAEG works with foreign embassies, consulates and ministries, and source country NGOs, to provide shelter and assistance to victims and facilitate their repatriation, as well as to stop the flow of trafficking victims at the source before they reach the UAE. The UAEG has a good working relationship with the local branch of the UNDP. The Dubai Human Rights Care Department has worked with a number of source country and U.S.-based NGOs. The Abu Dhabi Police College has worked with the International Organization for Migration (IOM), Amnesty International, and Interpol to develop its anti-TIP training program.

In close coordination with UNICEF, the government established social support centers in the UAE and in source countries to provide for the care and repatriation of children identified as trafficking victims in the camel racing industry--more than 1,069 children were repatriated between July 2005 and March 2006. In December 2006, the UAE expanded the assistance programs provided in source countries to allow all former underage camel jockeys that had worked in the UAE to receive assistance. These assistance programs include medical and psychiatric care, and free education to former victims, and will be paid for through a new \$9 million grant from the UAE. The services will be provided by UNICEF through a contract that has been extended until May 2009.

-- F. Does it monitor immigration and emigration patterns for evidence of trafficking? Do law enforcement agencies screen for potential trafficking victims along borders?

The various departments of Immigration, Naturalization, and Residency reportedly keep statistics on immigration and emigration, and have identified patterns for evidence of trafficking. In response to this information, the government does not permit single women under 21 to enter the UAE unless they have legitimate visas, and children from seven identified source countries must have their own passports, even though those countries may allow children to be endorsed on a parent's passport.

Both federal and emirate-level immigration authorities are responsible for controlling the influx of people at the country's international airports. Immigration authorities regularly conducted training to detect fraudulent documents,

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often used by trafficked persons, for arrival and departure inspectors. The Armed Forces are responsible for guarding and monitoring the UAE's coast and land borders. Border guards have the legal authority to stop and inspect individuals at the border or points of entry, especially if there is suspicion of illegal activity. The UAE is erecting a fence barrier that will run for roughly 525 miles along its land borders with Oman and Saudi Arabia, in an effort to curb land-based smugglers and illegal immigration.

In 2000, the MoI's Department of Naturalization and Residency created a central operations room including an integrated federal data center to track the arrival and departure of individuals in the Federation's seven emirates. In 2003, the UAEG instituted the use of iris recognition scans to add biometrics identification information to its databases, to better monitor migration and combat document fraud by visitors and illegal immigrants, some of whom are trafficking victims. Using this technology, UAE immigration authorities have stopped over 30,000 potential illegal immigrants, some of whom were likely trafficking victims. The database contains approximately four million iris scan results, including the results of over 300,000 illegal immigrants and convicts who have been deported.

-- G. Is there a mechanism for coordination and communication between various agencies, internal, international, and multilateral on trafficking related matters? Does the government have a trafficking in persons working group or a task force? Does the government have a trafficking in persons working group or single point of contact? Does the government have an anti-corruption task force?

The government coordinates its trafficking efforts through a national committee set up specifically to address the problem. The committee consists of members from various ministries, and is headed by a national coordinator who is currently the Director of International Affairs of the Abu Dhabi Crown Prince's Court. There is no anti-corruption task force, but several anti-corruption units have been established within the Abu Dhabi police department.

-- H. Does the government have a national plan of action to address trafficking in persons? Which agencies are involved in developing it? Were NGOs consulted in the process? What steps has the government taken to disseminate the plan?

The government has not adopted a national plan of action. A standing national anti-trafficking committee develops and coordinates all anti-trafficking efforts.

INVESTIGATION AND PROSECUTION OF TRAFFICKERS

¶4. (SBU) The following responses are keyed to reftel paragraph No. 29.

-- A. Does the country have a law specifically prohibiting trafficking in persons? If not, under what law can traffickers be prosecuted? Are these laws being used in trafficking cases, and when taken together, adequately cover the full scope of trafficking issues?

In December 2006, the UAE enacted a comprehensive anti-trafficking law that addresses all forms of trafficking in persons. The law is sufficiently broad to cover the full scope of trafficking cases if actively enforced. On March 1, 2007, the Dubai Attorney General referred a case to court involving an Indian couple transiting from India through Dubai to Paris with two unrelated Indian boys with forged

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passports. This will be the first case prosecuted under the new legislation.

Justice Ministry officials state that prior to passage of the new law in December that traffickers were prosecuted under several penal laws, including: kidnapping; rape; sexual abuse; sexual exploitation; immoral acts; exploitation of a person for immoral acts; physical abuse; false imprisonment; juvenile endangerment; forced labor; child labor; forced prostitution; indecency; enticement, inducement or deceiving a person to commit immoral acts or prostitution; aiding or facilitating the commission of immoral acts or prostitution; keeping or operating a place for immoral acts or prostitution; and money laundering. In all, no less than 10 different provisions of the Penal Code address trafficking crimes relating to women and children.

-- B. What are the penalties for traffickers of people for sexual exploitation?

Human trafficking for sexual exploitation carries a minimum sentence of five-years in prison, and is extended to life in prison if the victim is a female, a child, or is mentally impaired; or if the perpetrator is a spouse, parent, descendent, or guardian of the victim; if the perpetrator is a public servant or member of an organized criminal group; or if the act is committed with the use or threat of force, violence, death, or physical or psychological torture. In addition to penalties for trafficking, simple sexual exploitation is punishable by a maximum of one year imprisonment with a fine, and a minimum of two years imprisonment if the victim is under the age of 18 or if the person was lured into prostitution. If force, threat, or fraud was used, then the maximum penalty is 10 years imprisonment, increasing to a minimum of 10 years imprisonment if the victim was under the age of 18. Any individual who exploits another individual's engagement in sexual activity or prostitution can be imprisoned for a maximum of five years. Non-citizens convicted are usually deported following their prison sentence.

-- C. Punishment for Labor Trafficking Offenses: What are the prescribed and imposed penalties for trafficking for labor exploitation, such as forced or bonded labor and involuntary servitude?

The crime of forcing a person to work is punishable by a maximum of one-year imprisonment and/or a maximum fine of \$2,700 (AED 10,000). The maximum penalty for trafficking for the purpose of owning, trading, or enslaving a woman or a child, is life in prison. There are no laws that explicitly criminalize labor practices such as contract switching or seizing a laborer's passport in a manner that would result in prison time. However, the anti-trafficking legislation is sufficiently broad to cover labor recruiters/agents in both the source and destination countries for these practices if fraudulent labor practices are deemed to be trafficking. The

Labor Law does criminalize the use of fraudulent documents in labor recruitment, with a maximum penalty of six-months in prison and/or a maximum fine \$6,800 (25,000 dirhams).

-- D. What are the penalties for rape or forcible assault? How do they compare to the penalties for sex trafficking?

Sentencing for rape ranges from two years to capital punishment, and may include lashing. The penalty for rape that leads to the death of the victim or for rape with extenuating circumstances is death. Penalties for sex trafficking range from a minimum of five years to life in prison depending on a variety of factors and circumstances of both the victim and the perpetrator.

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-- E. Is prostitution legalized or decriminalized? Are the activities of the brothel owner/operator, pimp, clients, enforcers criminalized?

Prostitution is criminalized by law. The penalty for being a prostitute is temporary imprisonment, and deportation if a foreign national. The penalty for brothel operators or owners is temporary imprisonment and the closing down of the brothel. Pimps and clients can be sentenced to a maximum of five years imprisonment. The law has only been partially applied. Local police departments raided and closed parlors and permanently cancelled the business owners' licenses. The women employees were temporarily detained and then were deported. The owners of the massage parlors, who may or may not have been aware of what was going on behind the scenes, were not deported or imprisoned; instead they were shamed and instructed⁸ by the government not to become involved in the massage parlor business again.

-- F. Has the government prosecuted any cases against traffickers? Does the government prosecute labor recruiters who use knowingly fraudulent or deceptive offers or impose inappropriately high or illegal fees. Does the government prosecute employers or labor agents who confiscate workers' passports, switch contracts or terms of employment without the workers' consent, use physical or sexual abuse or the threat of such abuse to keep workers in a state of service?

The government has not reported any prosecutions or convictions of traffickers. Although the Ministry of Labor imposed fines on labor agents/recruiters for fraudulent labor practices, there were no reports of prosecution or convictions for such acts. Physical and or sexual abuse of laborers was prosecuted under the penal code as such, and was not differentiated from any other case of either physical or sexual abuse. As noted, on March 1, 2007, the Dubai Attorney General referred a case to court for the first time under the new anti-trafficking legislation. The case involves two Indian perpetrators, and two Indian children.

The Embassy has requested data regarding prosecutions and convictions of trafficking crimes and labor complaints for several months preceding this report; the UAEG did not respond. Since the government has provided such data in the past--however incomplete--it is not evident that the government is unable to provide the requested statistics.

-- G.
Is there any information or reports of who is behind the trafficking? Are employment, travel, and tourism agencies fronting for traffickers or crime groups to traffic individuals? Are government officials involved? Are there any reports of where profits from trafficking in persons are being channeled?

IGO, NGO, and media reports, as well as UAEG and source country officials, indicate that small, organized crime syndicates, almost all of them originating from source countries, were behind the great majority of human

trafficking cases to the UAE. The vast majority of the victims of sex trafficking and their traffickers, are believed to come from CIS countries. A less easily observed, but numerically very significant component of the sexual exploitation market involves women from Asia/India and Africa whose clientele are often from the lower end of the economic spectrum. Most traffickers are believed to be small-time criminals with ties to corrupt officials in the home country.

Many women--whether trafficked or not--who come to Dubai for prostitution, arrive on work visas. They hold legitimate work visas with small shops, e.g., beauty parlors. The shop owners have legitimate businesses and they also provide

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fronts for women. The local partner could very well be ignorant that the business is being used as a front. Dubai Naturalization and Residency Department (DNRD) has shut down businesses that it determined were used as fronts for prostitutes or trafficking. To stem the use of false companies sponsoring women specifically for prostitution, all new companies are now limited to only five work permit/visas until after they establish themselves as legitimate companies at which time they can apply for additional visas.

Travel agencies and tour companies appear to be another significant means of bringing women to the UAE for prostitution. DNRD has noticed that frequently one or two women who travel to the UAE on an organized tour from the CIS will not depart the country with the tour. A DNRD officer said that the tour operators are probably unwitting and that traffickers and facilitators have determined this to be a good method for women to enter the UAE without being noticed by UAE immigration officers. If DNRD's statistics show that specific tour operators or travel agencies are being used they take action against them. The DNRD is now tracking businesses and travel agencies more closely to determine if they are being used as fronts for traffickers or free-lance prostitutes. There were no reports of where the profits are being channeled.

Labor trafficking for either domestic workers or unskilled laborers is done primarily through large manpower agencies in the source countries including various local representatives in the UAE. There are no reports that indicate that government officials are directly involved and there is no evidence that indicates where the profits from trafficking are being channeled other than in the cases of manpower agencies and unskilled laborers.

-- H. Does the government actively investigate cases of trafficking? Does the government use active investigative techniques in trafficking in persons investigations? To what extent are techniques such as electronic surveillance, undercover operations, and mitigated punishment or immunity for cooperating suspects used by the government? Does the criminal procedure code or other laws prohibit the police from engaging in covert operations?

Law enforcement officials reported that they investigated cases of trafficking in persons and assisted trafficking victims, once cases were brought to their attention. However, there is no indication that police regularly used proactive law enforcement methods, such as sting operations of places known to harbor potential trafficking victims, with the exception of underage camel jockeys. Since July 2005, MoI investigators and the Abu Dhabi police anti-infiltration unit conducted raids on camel farms to check if underage camel jockeys are still being trained and have not been sent to the authorities. Trafficked women themselves are usually the ones who approach the police to file complaints or request assistance, or claim to have been trafficked when arrested by the police and detained for engaging in sexual activity.

The recently formed Anti-Trafficking Division, within the

Dubai Police Criminal Investigation Division, routinely uses internationally accepted interview techniques to differentiate trafficking victims from those who choose to work in illegal activities. Labor complaints are not routinely investigated by police authorities as crimes and are instead referred to the Ministry of Labor for resolution.

Electronic surveillance and undercover operations are permitted under UAE laws. Police officials often recommend sentence mitigation for cooperating suspects and are not prohibited from engaging in covert operations. However, due

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to restraints on properly trained and experienced law enforcement staff, police take more of a reactive role in investigating trafficking cases.

-- I. Does the government provide any specialized training for government officials in how to recognize, investigate, and prosecute instances of trafficking?

The UAEG has devoted time and resources to sensitizing law enforcement and immigration officials on the subject of trafficking in persons, as well as practical training techniques to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year.

The DNRD regularly offered training for arrival and departure inspectors in identifying fraudulent documents, often used by trafficking victims. The UAEG also supplied ports of entry and source country embassies and consulates with brochures in an effort to try to warn off potential trafficking victims, as well as to inform victims where they can go to receive assistance.

The Ministry of Justice Institute of Judicial Training and Studies conducts mandatory classes for prosecutors and judges on proper victim care and assistance. The Institute also conducts mandatory specialized classes on the following topics: human rights (14 hours); sexual offenses (20 hours); offenses against life (20 hours); immigration offenses (20 hours); juvenile protection and delinquency (30 hours); labor violations and offenses (12 hours).

UAEG senior leadership have asked the USG for training information and opportunities that would further their efforts to combat trafficking in persons, and help law enforcement officials, prosecutors and judges to better identify, investigate, and prosecute trafficking in persons cases.

-- J. Does the government cooperate with other governments in the investigation and prosecution of trafficking cases?

UAEG officials stated, and several source country embassies and consulates confirmed, that they cooperated to investigate, care for, and repatriate trafficking victims, and prevent future trafficking incidents. Officials, primarily in law enforcement, reported that they also worked with NGOs and IGOs on trafficking issues when cases were brought to their attention.

MoI officials have indicated that they continue to work on developing new channels with source country governments to exchange information on organized crime, including trafficking in persons.

-- K. Does the government extradite persons who are charged with trafficking in other countries? Does the government extradite its own nationals charged with such offenses?

The UAEG has extradition treaties with India, Sri Lanka, Armenia, Canada (for drugs and money-laundering charges), China, Saudi Arabia, Tunisia, Algeria, Morocco, Syria,

Somalia, Jordan and Egypt. In the past, the UAE has agreed to extradite cases to and from countries with which the UAEG does not have extradition treaties, but in practice has often failed to do so. UAEG extradition of a UAE citizen to another country is highly unlikely absent extremely extenuating circumstances. For example, there was reportedly a clause in the UAE-India extradition treaty, included at the UAEG's request, wherein both nations agreed not to extradite their own nationals to the other country.

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The UAEG also has mutual legal assistance treaties (MLAT) in criminal matters with a number of countries. In some cases, mutual legal assistance was exchanged with countries with which the UAEG did not have an MLAT.

-- L. Is there evidence of government involvement in or tolerance of trafficking, on a local or institutional level?

Although there were no verified reports that government officials were involved in trafficking, there is little doubt that high-level officials in Dubai and other emirates have at minimum turned a blind-eye to the problem. Police take action against prostitution only when evidence for it is incontrovertible, and are under instruction to err on the side of caution if there is any chance a sexual encounter could be other than commercial in nature. NGO, IGO, source country and internet sources alleged that some lower-level officials may look the other way as traffickers bring their victims into the country. In one case in 2005, approximately 30 Chinese women working in massage parlors in Ras al-Khaimah were arrested and deported for prostitution. The massage parlors were shut down. The women had traveled on visitor visas. It is inconceivable that the women from China could find their way to Ras al-Khaimah without assistance, suggesting that Chinese traffickers must have been involved; it seems equally unlikely that the flow of female Chinese "visitors" could have escaped the notice of government officials entirely prior to the arrests being made. NGO officials and human rights observers questioned the sincerity of UAEG officials' political will to combat human trafficking in light of the long-term lack of appreciable progress on the issue and the importance of both foreign labor and prostitution to the economy.

-- M. If government officials are involved in trafficking, what steps has the government taken to end such participation?

There have been no credible or verifiable cases reported of government officials directly involved in trafficking. Based on previous cases of investigation and prosecution of government officials for criminal offenses, it is expected that the UAEG would investigate and prosecute government officials suspected of trafficking or trafficking-related corruption.

-- N. If the country has an identified child sex tourism problem (source or destination) how many foreign pedophiles has the government prosecuted, deported/extradited to their country of origin? Do the country's child sexual abuse laws have extraterritorial coverage?

Although there have been a number of media, source country, NGO and IGO reports that some teenage girls, almost all of whom are trafficking victims, work as prostitutes in the UAE, there have been no reliable reports of the UAE being a child sex tourism destination. There have been no reports of foreign pedophiles being prosecuted, deported or extradited to their countries of origin. Child sexual abuse has extraterritorial coverage only if either the victim or the perpetrator are UAE citizens, and can be prosecuted once the perpetrator returns to the UAE.

-- O. Has the government signed, ratified, or taken steps to implement the following international instruments?

a). ILO Convention 182 Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor: The UAEG ratified ILO Convention 182 Concerning Worst Forms of Child Labor on 28 June 2001.

b). ILO Conventions 29 and 105 on Forced or Compulsory

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Labor: The UAEG ratified ILO Convention 29 Concerning Forced Labor on 27 May 1982, and the UAEG ratified ILO Convention 105 Concerning Abolition of Forced Labor on 24 February 1997.

c). Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution, and Child Pornography: The UAEG ratified the UN Convention on the Rights of the Child on 3 January 1997, but has not ratified its supplemental Option Protocol on the Sale of Children, Child Prostitution, and Child Pornography.

d). The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Supplementing the UN Convention against Transnational Organized Crime: The UAE acceded to the UN Convention Against Transnational Organized Crime in December 2002. Justice Ministry officials have reported for more than a year that the UAE is reviewing and will likely sign the following supplemental protocols soon: (1) the Supplemental Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children; and (2) the Supplemental Protocol Against the Smuggling of Migrants by Land, Sea and Air.

e). Other Instruments: The UAEG has also ratified or acceded to the following international instruments that help directly or indirectly guard against trafficking in persons.

--UN International Convention on the Elimination of All Forms of Racial Discrimination (acceded 20 June 1974).

--Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) (ratified October 2004)

--Convention Against Slavery (ratification date unknown).

--ILO Convention 1 Concerning Hours of Work for Industry (ratified 27 May 1982).

--ILO Convention 81 Concerning Labor Inspection (ratified 27 May 1982).

--ILO Revised Convention 89 Concerning Night Work for Women (ratified 27 May 1982).

--ILO Convention 100 Concerning Equal Remuneration (ratified 24 February 1997).

--ILO Convention 111 Concerning Discrimination in Employment and Occupation (ratified 28 June 2001).

--ILO Convention 138 Concerning Minimum Age for Employment (ratified 2 October 1998).

PROTECTION AND ASSISTANCE TO VICTIMS

15. (SBU) The following responses are keyed to reftel paragraph No. 30.

-- A. Does the government assist victims? Does the government have victim care and victim health care facilities?

The Government provides assistance and protection to victims, including victims of trafficking in persons. Counseling services are available in public hospitals. In 2005, the government established a Social Support Center located

outside Abu Dhabi, for under age camel jockeys awaiting repatriation, and signed an agreement with UNICEF to coordinate the care and reintegration of the victims in their home countries. On Dec. 17, 2006, the UAEG expanded the UAE-UNICEF partnership to provide health care, education, and

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social services in the source countries to all children who had worked in the UAE in the camel racing industry--regardless of their status or location at the time the jockey-ban was passed in 2005. This expansion was funded with an allocation of \$9 million (30 million dirham) and extended services contracted through UNICEF through May 2009.

In Abu Dhabi emirate, victims of trafficking and/or abuse are cared for in social support centers where they are provided comprehensive physical and psycho-social services. The government reports only a handful of trafficking victims--other than former camel jockeys--have received assistance at these centers. In Sharjah emirate, the Higher Family Council provides equivalent services to victims. In Dubai, the Dubai Police Human Rights Care Department, Victim Assistance Unit, provides counseling, medical care, financial assistance, assistance in acquiring travel documents, and travel assistance home for trafficking victims. The Anti-Trafficking Section of Dubai Police CID houses trafficking victims in hotels instead of a shelter, but has announced that a dedicated shelter is also under construction. The UAE does not grant temporary or permanent residency status to victims, nor does it relieve victims, especially trafficked women, from being deported.

UAE Code of Criminal Procedures Articles 14 and 22 provide legal assistance for victims.

Each Dubai police station is staffed with a human rights care officer and a social worker/counselor from the Dubai Police Human Rights Care Department.

In 2002, the Dubai Police Human Rights Care Department developed a Crime Victims' Assistance Program, which includes the creation of Victim Assistance Coordinators and police training in victim protection and assistance. In March 2003, Victim Assistance Coordinators were assigned to police stations. Victim Assistance Coordinators' responsibilities include advising victims about the criminal justice system and criminal procedure; encouraging witness testimony, especially in cases like sexual abuse and trafficking in persons where victims are reluctant to speak out; advising victims of their rights; providing counseling and medical care; placement in a hotel or shelter; and follow-up with victims as the case proceeds to trial.

Post does not have statistics indicating how many victims used any of the above services over the reporting year.

The Government permits a number of shelters for abused and/or trafficked domestic workers to operate in the country. The Embassies of the Philippines, Sri Lanka, and Indonesia all sponsor such shelters. Additionally, one NGO-sponsored women's shelter in Dubai, has received tacit approval from the Government, and regularly receives referrals along with accompanying financing from the Dubai Police Department.

-- B. Does the government provide funding or other forms of support to foreign or domestic NGOs for services to victims?

The Government provides funding for most or all recognized local NGOs, and works with foreign NGOs to provide assistance to trafficking victims. Government authorities regularly worked with source country NGOs to assist in the humane repatriation of victims to their home countries. Beginning in November 2004, UAEG authorities worked with Pakistani human rights activist and NGO director Ansar Burney to help rescue, care for, and repatriate child camel jockeys. In

2005, the government contracted with UNICEF to provide its expertise as it established social support centers to provided counseling, care, and repatriation services for any

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child (and their families) identified as a victim of trafficking for use in the camel racing industry. A fund of \$2 million was originally established for these purposes, the fund was increased by another \$9 million in 2006 in order to extend services through 2009 and broaden the scope of potential aid recipients.

-- C. Do the government's law enforcement and social services personnel have a formal system of identifying victims of trafficking among high-risk persons with whom they come in contact? Is there a referral process in place, when appropriate, to transfer victims detained, arrested, or placed in protective custody by law enforcement authorities to NGOs that provide either long or short-term care?

Immigration authorities claim to have screening criteria in place to help identify victims prior to their entry into the UAE. These measures are primarily designed to screen for sex workers. Immigration authorities also monitor and screen for valid family relationships for both women and children arriving at international airports. Children are usually required to be accompanied by parents or immediate family members, and single women under the age of twenty-five are often expected to be accompanied by an adult male family member. Dubai Police report that they have a screening process in place for victims who come to the HRCD. Women who claim they are victims of sex trafficking and are willing to cooperate with the police are housed in hotels at police expense until after the trial(s) of the trafficker(s) are complete. They are under police protection while they remain in Dubai. There are no apparent formal mechanisms to identify women who are trafficked as domestic workers or men as bonded laborers at the point of entry or at police stations.

-- D. Are the rights of victims respected, or are victims also treated as criminals? Are victims detained, jailed, or deported? Are victims prosecuted for violations of other laws, such as those governing immigration or prostitution?

Rights of victims are generally respected, once and if they are identified as victims. There were NGO, IGO, and source country reports, however, of cases where victims were never identified as such, and were treated as criminals. Individuals identified as victims receive assistance, including medical care and counseling, and those who agree to testify against their traffickers are afforded housing, employment opportunities, and any other care required. However, police reported that in most cases, victims choose to be immediately repatriated to their home countries rather than stand up to their traffickers. In cases where the victims chose to testify, Dubai Police report that the victims were prosecuted. After the trial the Dubai police also paid for their repatriation.

Dubai police will not waive prosecution for women who might become victims of trafficking after entering the UAE on their own volition for prostitution. The police position appears to be that if a person entered the country for prostitution and violated the immigration laws, why should prosecution be waived only because they were victimized after a year or two in country? Dubai Police officials stated that they believe that women often claim to be trafficking victims as a means of avoiding prosecution for breaking the law.

-- E. Does the government encourage victims to assist in the investigation and prosecution of trafficking? Does anyone impede victims' access to legal redress?

Law enforcement officials report that they advise victims of their rights and encourage witness testimony, especially in

cases of sexual abuse and trafficking in persons, where

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victims may be reluctant to speak out. Police will assist victims who choose to stay in the UAE during court proceedings with locating appropriate housing and temporary employment opportunities.

Before or during a criminal trial, a victim may claim financial compensation, or "diya," which can be granted as part of a defendant's sentence. Victims may also file civil suits for damages.

Foreign diplomats indicate that victims have been permitted to give sworn testimony and leave the country before judgment was rendered. The Dubai Police HRCD in coordination with CID attempts to get women who they believe are victims of trafficking to assist in investigations and prosecutions. As stated earlier, in Dubai, victims are housed in hotels, not prosecuted, and returned home at government expense if they participate in the prosecution of the traffickers.

Victims of labor trafficking are referred to the Ministry of Labor to file a complaint through formal labor resolution channels; this does not apply to domestic workers who are not covered under the labor law. Domestic workers may file criminal complaints for abuse, or may seek Ministry of Interior assistance in changing sponsors. Source country labor attaches reported that domestic workers seldom filed civil cases against abusers, and were content to simply change sponsors or return home. There were no reports of victims having their access to the courts blocked or discouraged by government officials.

-- F. What kind of protection is the government able to provide for victims and witnesses? Does it provide these protections in practice? What type of shelter services does the government provide?

The government is able to provide protections for victims and witnesses, and does provide these protections in practice to those it identifies as trafficking victims.

UAE Code of Criminal Procedures Articles 14 and 22 provide for legal assistance for victims. Authorities have worked with NGOs and source country embassies and consulates to provide shelter for trafficking victims. Police departments claim to provide shelter facilities for victims separate and apart from jail facilities, and have also arranged for shelter in hotels. The UAEG does not operate a safe house system. Post is not aware of how much money the UAEG spent on sheltering victims over the reporting year.

-- G. Does the government provide any specialized training for government officials in recognizing trafficking and in the provision of assistance to trafficked victims? Does the government provide training on protection and assistance to its embassies and consulates in foreign countries that are destination or transit countries?

The UAEG has implemented programs to sensitize law enforcement and immigration officials on the subject of trafficking in persons, as well as practical training techniques to protect victims and prevent future trafficking incidents. Abu Dhabi and Dubai police and the Ministries of Interior, Health, and Justice have all held anti-TIP training courses throughout the year.

The Ministry of Justice Institute of Judicial Training and Studies conducts mandatory classes for prosecutors and judges on proper victim care and assistance. The Institute also conducts mandatory specialized classes on the following topics: human rights (14 hours); sexual offenses (20 hours); offenses against life (20 hours); immigration offenses (20

hours); juvenile protection and delinquency (30 hours); labor violations and offenses (12 hours).

The UAEG senior leadership repeatedly asked the USG for training information and opportunities that would further their efforts to combat trafficking in persons, and help law enforcement officials, prosecutors and judges to better identify, investigate and prosecute trafficking in persons cases.

Post is unaware of any specific UAEG-provided training on protection and assistance for staff members located in source countries. In discussions with the Dubai Police HRCD concerning training, the Dubai Police said that there was no appropriate training for officers in HRCD concerning trafficking. The police asked if the USG could provide training, and seemed genuinely eager for such training. DNRD and police in Dubai and other emirates have said that they are trying to pressure states in Central Asia to interdict women, trafficked or not, who are traveling to the UAE for prostitution. Dubai police officers have asked if the USG could also pressure the countries.

-- H. Does the government provide assistance, such as medical aid, shelter, or financial help, to its repatriated nationals who are victims of trafficking?

There were no reports of UAE nationals being trafficked outside of, or within the UAE. Considering the UAEG's record of numerous services provided to citizens at little to no cost, it is expected that the UAEG would provide generous assistance to repatriated UAE nationals who were victims of trafficking, if such a situation were to occur.

-- I. Which international organizations or NGOs work with trafficking victims?

The Government cooperates and coordinates with NGOs and IGOs in providing assistance to trafficking victims, as cases come to their attention. Some examples are the UNICEF, Pakistan-based Ansar Burney International Welfare Trust, the Bangladesh National Women's Lawyers Association, the IOM, The Protection Project, and others including small source country NGOs.

OMB Reporting Requirement

¶6. (U) OMB Reporting Requirements: One FS-03 officer spent approximately 100 hours preparing for and writing the report. One FS-03 officer spent approximately 3 hours reviewing and clearing the report. One FS-01 officer spent approximately two hours reviewing and clearing the report. One FE-OC officer spent approximately 2 reviewing and clearing the report. One FE-MC officer spent 1 hour reviewing and approving the report.
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